

## Message Text

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ACTION IO-13

INFO OCT-01 AF-08 ISO-00 EB-07 AID-05 IOE-00 COME-00  
TRSE-00 OMB-01 CIAE-00 INR-07 NSAE-00 L-03 H-01 /046 W  
-----171652Z 067064 /43

P R 171332Z JAN 77

FM AMEMBASSY ADDIS ABABA

TO SECSTATE WASHDC PRIORITY 2341

INFO AMEMBASSY KINSHASA

USMISSION USUN NEW YORK

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E.O. 11652: N/A

TAGS: ECA, ET

SUBJ: YEAR END ESSESSMENT OF ECA

REFS: (A) 76 ADDIS ABABA 6152 (B) 76 ADDIS ABABA A-130

(C) 75 ADDIS ABABA 14948 (D) 76 ADDIS ABABA 1046

1. INTRODUCTION AND SUMMARY: THIS CABLE REPRESENTS THE EMBASSY'S VIEW OF THE STATE OF THE ECONOMIC COMMISSION FOR AFRICA AT THE END OF 1976 AFTER ONE AND A HALF YEARS OF DR. ADEBAYO ADEDEJI'S LEADERSHIP AS EXECUTIVE SECRETARY. IN HIS SHORT PERIOD AT ECA ADEDEJI HAS ACHEIVED SIGNIFICANT ACCOMPLISHMENTS INCLUDING A REORGANIZATION OF THE SECRETARIAT, PRODUCTION OF A MAJOR STRATEGY PAPER AND OTHER IMPORTANT SUBSTANTIVE PROJECTS, CONVINCING THE NIGERIAN GOVERNMENT TO MAKE A MAJOR FINANCIAL CONTRIBUTION TO ECA AS WELL AS MAINTAINING THE IMPORTANT NORMAL ECA FUNCTIONS OF RESEARCH, HOSTING CONFERENCES AND DOING STAFF WORK FOR AFRICAN PARTICIPATION IN INTERNATIONAL CONFERENCES. ADEDEJI'S BASIC CONCEPTS AND OBJECTIVIES INCLUDE SELFRELANCE AND REGIONAL AND SUB-REGIONAL COOPERATION AS THE FOUNDATIONS OF DEVELOPMENT. THE WORK PRODUCED BY ECA IS GENERALLY PROFESSIONALLY DONE WITH A MINIMUM OF POLITICAL RHETORIC. UNFORTUNATELY, ADEDEJI HAS HAD TO TRAVELEXTENSIVELY DURING HIS EIGHTEEN MONTHS AT ECA AND AS A RESULT OF HIS PROLONGED ABSENCES, THERE LIMITED OFFICIAL USE

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ARE SOME MAJOR MANAGEMENT PROBLEMS AT ECA. WE BELIEVE THAT ECA WILL MOVE SIGNIFICANTLY FORWARD UNDER HIS LEADERSHIP IN THE COMING YEARS. US ASSISTANCE TO THE ORGANIZATION SHOULD BE MAINTAINED AND PERHAPS MODERATELY INCREASED. END INTRODUCTION AND SUMMARY

2. DURING HIS YEAR AND A HALF AS THE EXSEC OF ECA, DR. ADEDEJI HAS

UNDERTAKEN A NUMBER OF MEASURES TO REVITALIZE ECA AND REORGANIZE ITS STRUCTURE, PERSONNEL AND OBJECTIVES IN ORDER TO MAKE THE ORGANIZATION MORE RESPONSIVE TO THE NEEDS OF THE AFRICAN MEMBER STATES AND MORE OPERATIONALLY ORIENTED. ADEDEJI, WITH THE ASSISTANCE OF THE ADMINISTRATIVE MANAGEMENT SERVICE FROM NEW YORK, HAS DEVELOPED AND IMPLEMENTED A REVISED ORGANIZATIONAL STRUCTURE FOR ECA. IN ADDITION, HE HAS DEVELOPED A PROPOSAL FOR CONSIDERATION BY THE CONFERENCE OF MINISTERS MEETING IN KINSHASA WHICH WOULD ELIMINATE THE ECA TECHNICAL COMMITTEE OF EXPERTS AND IN ITS PLACE STRENGTHEN THE RELATIONSHIP BETWEEN ECA AND THE VARIOUS AFRICAN MINISTERIAL LEVEL SECTORAL CONFERENCES AND COMMITTEES. HE ALSO WISHES TO ELIMINATE ECA'S SUBREGIONAL OFFICES, REPLACE THEM WITH UNDATS AND INCREASE THE NUMBER OF UNDATS TO AT LEAST SIX. ADEDEJI'S ABILITY TO RESHAPE ECA HAS BEEN LIMITED BY SEVERAL CONSTRAINTS SUCH AS UNPERSONNEL AND BUDGET CEILINGS, AFRICAN POLITICAL CONSIDERATIONS AND THE FACT THAT SOME OF HIS PROPOSALS HAVE TO BE ENDORSED BY THE ECA CONFERENCE OF MINISTERS. THE CHANGES WHICH ADEDEJI HAS ALREADY IMPLEMENTED AND THOSE WHICH HE IS EXPECTED TO PUT INTO EFFECT WHEN ENDORSED BY THE CONFERENCE OF MINISTERS REPRESENT SIGNIFICANT IMPROVEMENTS OVER THE PREVIOUS STRUCTURES.

3. IN ADDITION TO THE INSTITUTIONAL IMPROVEMENTS NOTED ABOVE, ADEDEJI HAS PLACED NEW EMPHASIS ON SEVERAL IMPORTANT DEVELOPMENT CONCEPTS. PERHAPS THE MOST IMPORTANT CONCEPT AND THE ONE WHICH ADEDEJI HAS EMPHASIZED TO THE GREATEST DEGREE IS SELF-RELIANCE AND SELF-HELP AS THE BASIS FOR SELF-SUSTAINING DEVELOPMENT AND GROWTH WITH THE INVOLVEMENT AND COMMITMENT OF THE AFRICAN NATIONS THEMSELVES AS THE CRITICAL FACTOR. IN CONNECTION WITH THIS THEME, ADEDEJI HAS DEVOTED CONSIDERABLE EFFORT TO CONVINCING AFRICAN MEMBERS TO MAKE FINANCIAL CONTRIBUTIONS TO ECA TO ENABLE THE ORGANIZATION TO CARRY OUT ADEDEJI'S AMBITIOUS WORK PROGRAM. OTHER FUNDAMENTAL CONCEPTS TO WHICH ADEDEJI ATTACHES CONSIDERABLE IMPORTANCE INCLUDE REGIONAL AND SUBREGIONAL COOPERATION, AFRICAN INTERESTS IN A "NEW INTERNATIONAL ECONOMIC ORDER" AND MAKING ECA MORE OPERATIONALLY ORIENTED.

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BER STATES TO MAKE FINANCIAL CONTRIBUTIONS TO ECA TO ENABLE THE ORGANIZATION TO CARRY OUT ADEDEJI'S AMBITIOUS WORK PROGRAM. OTHER FUNDAMENTAL CONCEPTS TO WHICH ADEDEJI ATTACHES CONSIDERABLE IMPORTANCE INCLUDE REGIONAL AND SUBREGIONAL COOPERATION, AFRICAN INTERESTS IN A "NEW INTERNATIONAL ECONOMIC ORDER" AND MAKING ECA MORE OPERATIONALLY ORIENTED.

4. ADEDEJI HAS MADE A MAJOR EFFORT TO IMPROVE THE RELATIONS BETWEEN THE ECA AND THE AFRICAN MEMBER GOVERNMENTS. HE HAS TRAVELED EXTENSIVELY THROUGHOUT THE CONTINENT FOR CONSULTATIONS WITH AFRICAN LEADERS, EXPLAINING HIS NEW PLANS FOR ECA AND SOLICITING THEIR SUPPORT. ADEDEJI FEELS STRONGLY THAT THE MEMBER STATES MUST COME TO VIEW ECA AS "THEIR" ORGANIZATION AND BELIEVE THAT ECA WILL BE RESPONSIVE TO THE DESIRES OF THE MEMBER STATES. ADEDEJI HAS ALSO STATED THAT HE WISHES TO IMPROVE ECA'S RELATIONS WITH THE ORGANIZATION OF AFRICAN UNITY (OAU).

5. BEFORE EVALUATING ADEDEJI'S SUCCESS IN ACHIEVING THESE OBJECTIVES SET OUT IN PARAS 2-4 ABOVE, WE MUST POINT OUT SOME

MAJOR MANAGEMENT PROBLEMS OF THE ORGANIZATION. WITH HIS EXTENSIVE TRAVEL SCHEDULE AND (UNTIL OCTOBER 1976) THE LACK OF A DEPUTY, THE DAY-TO-DAY ADMINISTRATION OF ECA HAS SUFFERED. ADEDEJI HAS BEEN RELUCTANT TO DELEGATE DECISION MAKING AUTHORITY DURING HIS ABSENCES WITH THE RESULT THAT SOME ROUTINE MATTERS HAVE WAITED FOR MONTHS BEFORE HE WAS ABLE TO CONSIDER THEM. WHILE CHARLES DAVID GANAO HAS ONLY BEEN ABOARD AS DEPUTY EXSEC FOR THREE MONTHS, THERE HAS NOT BEEN AN IMPROVEMENT IN THE MANAGEMENT OF THE ORGANIZATION DURING THIS PERIOD. GANAO IS A VERY CAPABLE MAN AND HAS FAVORABLY IMPRESSED BOTH OUTSIDE OBSERVERS AND MOST OF THE ECA STAFF: HE IS, HOWEVER, BY BACKGROUND A POLITICIAN AND POLICY MAKER, NOT A MANAGER. MOREOVER, CONTRARY TO THE EXPECTATIONS OF MOST OBSERVERS, HE HAS TRAVELED A GREAT DEAL, WHICH IS THE CRITICAL NEED AT ECA. IT IS NOT YET CLEAR WHAT DUTIES ADEDEJI ENVISIONS FOR GANAO AND WHAT POWER HE WILL DELEGATE TO HIM BUT THE OUTLOOK IS NOT BRIGHT THAT HIS ARRIVAL WILL SIGNIFICANTLY IMPROVE THE INTERNATIONAL MANAGEMENT PROBLEMS AT ECA, WHICH REMAIN MATTERS WHICH ADEDEJI HIMSELF MUST LIMITED OFFICIAL USE

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RESOLVE. IN HIS MANAGEMENT OF ECA, ADEDEJI HAS TENDED TO RELY FAR TOO HEAVILY ON TWO MEN AS HIS KEY AIDES, GODFREY LARDNER AND J.B. JEFFREY-COKER. THESE TWO MEN OF RATHER LIMITED CAPABILITIES HAVE BECOME THE MEN ON WHOM ADEDEJI DEPENDS FOR POLICY ADVICE AS WELL AS PROGRAM IMPLEMENTATION, WITH LESS THAN SATISFACTORY RESULTS. HIS RELIANCE ON THEM IS SYMPTOMATIC OF A MORE GENERAL COMPLAINT WHICH SOME ECA STAFF ARE EXPRESSING, ADEDEJI'S FAVORITISM OF NIGERIANS FOR IMPORTANT ECA POSTS. AS HAS BEEN THE CASE SINCE THE INCEPTION OF THE ECA, FRANCOPHONE AFRICANS FEEL, WITH CONSIDERABLE JUSTIFICATIONS, UNDERREPRESENTED IN ECA ESPECIALLY AT THE HIGHER RANKS OF THE ORGANIZATION. SOME ANGLOPHONES ARE ALSO EXPRESSING THE VIEW THAT NIGERIANS ARE TAKING OVER THE ECA JUST AS OTHERS (INCLUDING NIGERIANS) USED TO COMPLAIN THAT ROBERT GARDINER FAVORED GHANA.

6. THESE ADMINISTRATIVE PROBLEMS HAVE HAD AN EFFECT ON THE RORKOF ECA INCLUDING SPECIFICALLY ON THE IMPLEMENTATION OF ASSISTANCE

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-----171651Z 067203 /43

P R 171332Z JAN 77

FM AMEMBASSY ADDIS ABABA

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PROGRAMS FORM DONORS. EXAMPLES INCLUDE THE DELAYS IN IMPLEMENTING THE PROJECTS IN THE USAID-ECA GRANT AGREEMENT SIGNED LAST JUNE AND THE TWO YEARS WHICH UNDP HAS BEEN WAITING FOR A RESPONSE FROM ECA TO ITS OFFER TO PROVIDE \$10 MILLION TO FINANCE AFRICAN REGIONAL PROJECTS SELECTED BY ECA.

7. ADEDEJI'S EFFORTS TO IMPORVE RELATIONS WITH THE AFRICAN MEMBER STATES HAVE APPARENTLY BEEN SOMEWHAT SUCCESSFUL IN GENERAL SENSE AS WELL AS AT LEAST ONE MAJOR SPECIFIC ACCOMPLISHMENT. THE NIG-GERIAN GOVERNMENT AGREED INPRINCIPLE TO PROVIDE A GRANT OF ONE MILL NIARA (1.6 MILL. US DOLLARS) TO ECA OVER A THREE YEAR PERIOD. THIS 1ST MAJOR FINANCIAL CONTRIBUTION TO ECA BY AN AFRICAN MEMBER STATE REPRESENTS A MAJOR ACHIEVEMENT BY ADEDEJI AND IS INDICATIVE OF HIS ABILITIES AND DETERMINATION. THE FACT THAT ADEDJI HAS OBTAINED A SIGNIFICANT CONTRIBUTION FROM THIS OWN GOVERNMENT WILL MAKE IT EASIER FOR HIM TO PUT PRESSURE ON OTHER AFRICAN STATES TO CONTRIBUTE TO ECA. ADEDEJI IS ALSO CONSIDERING CONVENING A SPECIAL ECA PLEDGING CONFERENCE FOR AFRICAN MEMBER STATES LATE IN 1977. DESPITE ADEDEJI'S OSTENSIBLE COMMITMENT TO IMPORVEMENT OF RELATIONS BETWEEN THE ECA AND THE OAU, THE PAST YEAR HAS SEEN, IF ANY THING, A DETERIORATION IN THESE RELATIONS. WHILE ADEDEJI HAS NOT MADE A SERIOUS EFFORT TO IMPROVE THE REALTIONS, WE BELIEVE THAT A MAJOR SHARE OF THE RESPONSIBILITY RESTS WITH THE OAU WHOSE PRO-LIMITED OFFICIAL USE

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FESSIONAL ECONOMIC STAFF HAS NOT DEONSTRATED ANY GREAT ABILITY AND AHD BEEN MORE CONCERNED WITH POLITICAL RHETORIC THAN "HARD" ECONOMICS. A SENOIR UN OFFICIAL IN ADDIS ABABA WHO WORKS WITH BOTH ORGANIZATIONS ON A REGUALR BAI SATED THAT THE REALTIONS HAD DETERIORATED MARKEDLY DURING THE PAST YEAR, A DEVELOPMENT HE WOULD HAVE THOUGHT IMPOSSIBLE A YEAR AGO GIVEN THE POOR RELATIONS AT THAT TIME. WHILE BOTH ORGANIZATIONS CONTINUE TO PUBLICLY SUPPORT INCR-EASED COOPERATION, PERSONAL, PROFESSIONAL AND APOLITICAL DIFFERENCES SEEM TO BE GROWING. AS THE OAU EXHAUSTS POLITICAL ISSUES TO WHICH IT HAS GIVEN LITTLE ATTENTIONIN THE PAST. THE RECENT SPECIAL OAU CONFERENCE OF MINSTERS MEETING ON AFRICAN ECONOMIC ISSUES IN KIN-SHASA IS INDICATIVE OF OAU'S NEW CONCERNS. AS OAU WIDENS ITS FOCUS, IT WILL OF NECESSITY COMPETE WITH THE ECA TO AN INCREASING DEGREE, LEADING TO EVER MORE STRAINED RELATIONS BETWEEN THE TWO

ORGANIZATIONS. WHILE THERE IS PROBABLY NOTHING WHICH THE US CAN DO TO CONTRIBUTE TO A SOLUTION OF THIS PROBLEM, WE SHOULD BE SENSITIVE TO THE SITUATION, AVOID PICKING SIDES AND ENCOURAGE THE TWO ORGANIZATIONS TO WORK TOGETHER.

8. DESPITE THE PROBLEMS NOTED ABOVE, WE BELIEVE THAT THE GENERAL QUALITY OF OUTPUT BY ECA DURING THE ADEDEJI PERIOD IS GOOD TO EXCELLENT. SEVERAL MAJOR PROJECTS HAVE BEEN ACCOMPLISHED UNDER DR. ADEDEJI'S LEADERSHIP INCLUDING PREPARATION OF THE "REVISED FRAMEWORK OF PRINCIPLES FOR THE IMPLEMENTATION OF THE NEW INTERNATIONAL ECONOMIC ORDER IN AFRICA 1976-1981-1986" (THE BASIC ECA STRATEGY PAPER COMMONLY REFERRED TO AS ECO 90), THE " DRAFT MEDIUM-TERM PLAN FOR 1976-1981" WORK PROGRAM, THE SURVEY OF ECONOMIC AND SOCIAL CONDITIONS IN AFRICA 1976" AND RESTRUCTURING OF INSTITUTIONS TO THESE MAJOR PROJECTS, ECA HAS CONTINUED TO PRODUCE RESPONSIBLE PROFESSIONAL STUDIES IN A WIDE VARIETY OF FIELDS AND HAS HOSTED MANY IMPORTANT CONFERENCES WERE HELD AND THE ACCEPTABLE QUALITY OF THE PREPARATORY WORK DONE BY THE ECA SECRETARIAT. THEY STATED THAT ECA'S CONFERENCES COMPARED VERY FAVORABLY WITH CONFERENCES IN OTHER PARTS OF THE WORLD IN TERMS OF PREPARATIONS AND KEEPING THE DISCUSSIONS ON THE TOPIC AT HAND AND OFF EXTRANEOUS POLITICAL MATTERS. THE STUDIES PRODUCED BY THE LIMITED OFFICIAL USE

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ECA SECRETARIAT GENERALLY SHARE THE SAME CHARACTERISTIC OF DELAING WITH THE ISSUE AT HAND RATHER THAN DIGRESSING INTO A POLITICAL DIATRIBE AS OFTEN OCCURS IN OAU ECONOMIC CONFERENCES AND REPORTS. WHILE THE WORK PRODUCED BY ECA PRESENTS ECONOMIC ISSUES FROM THE AFRICAN AND LDC PERSPECTIVE, THERE IS GENERALLY A HEALTHY RECOGNITION OF INDIVIDUAL COUNTRY RESPONSIBILITY AND A MINIMUM OF POLITICAL RHETORIC.

9. WE HAVE A GENERALLY OPTIMISTIC OUTLOOK FOR THE FUTURE OF ECA UNDER ADEDEJI'S LEADERSHIP. HE HAS VERY AMBITIOUS PLANS FOR THE ORGANIZATION BUT HE ALSO HAS THE ABILITY AND THE DRIVE TO ACCOMPLISH A GREAT DEAL. HE HAS HIS GOALS FOR ECA VERY CLEARLY SET WHICH ARE BASED ON SOUND CONCEPTS. THE MAJOR ISSUES OF CONCERN ARE THE NEED FOR ADEDEJI'S PRESENCE IN ADDIS ABABA IMPROVED MANAGEMENT. OUR CONCERN ABOUT SOME FACETS OF THE MANAGEMENT WAS MADE CLEAR TO ADEDEJI DURING RECENT VISIT OF DENNIS CONROY DIRECTOR AID'S OFFICE OF AFRICAN REGIONAL AFFAIRS. WE UNDERSTAND THAT OTHER DONORS HAVE EXPRESSED SIMILAR VIEWS. AN ADEDEJI SUPPORTER AT ECA OFFERED THE OPINION THAT MOST, IF NOT ALL, OF ADEDEJI'S TRAVEL DURING THE PAST YEAR AND A HALF HAS BEEN NECESSARY FOR HIM TO ESTABLISH HIS, AND AT THE SAME TIME THE ECAJS, BONA FIDES IF HE

IS TO ACCOMPLISH THE AMBITIOUS PROGRAM HE ENVISIONS FOR ECA. HE POINTED OUT THAT NOW THAT GANA O IS ABOARD AS DEPUTY EXSEC AND FOLLOWING THE ENDORSEMENT FOR ADEDEJI'S PLANS WHICH HE EXPECTS FROM THE KINSHASA CONFERENCE OF MINISTERS MEETING, ADEDEJI WILL

SPEND MORE TIME IN ADDIS ABABA SETTING THE ECA HOUSE IN ORDER, LEADING TO IMPROVED ADMINISTRATIVE MANAGEMENT AS WELL AS SIGNIFICANT SUBSTANTIVE ACHIEVEMENTS IN THE COMING YEAR. WHILE THIS SCENARIO IS ONLY CONJECTURE AND OTHERS OBSERVERS PAINT A LESS OPTIMISTIC PICTURE, WE ARE INCLINED TO AGREE THAT THE MOST DIFFICULT PERIOD HAS PASSED FOR ADEDEJI AND THAT ECA WILL MOVE FORWARD IN THE COMING YEARS UNDER HIS LEADERSHIP.

10. WE BELIEVE THAT IT IS CLEARLY IN THE US INTEREST TO MAINTAIN SUPPORT OF THE ECA. ECA HAS BEEN AND REMAINS AN IMPORTANT LIMITED OFFICIAL USE

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ORGANIZATION IN AFRICA, FILLING A UNIQUE ROLE IN CONTRIBUTING TO THE ECONOMIC AND SOCIAL DEVELOPMENT OF THE AFRICAN MEMBER STATES, ESPECIALLY AS A CATALYST FOR REGIONAL AND SUBREGIONAL ACTIVITIES. IT IS IN OUR INTEREST TO SUPPORT RESPONSIBLE ANALYSES OF AFRICAN AND WORLD ECONOMIC ISSUES AND SOUND REGIONAL PROJECTS FOR ECONOMIC AND SOCIAL DEVELOPMENT. OUR ACCESS TO THE ECA SECRETARIAT CONTINUES TO BE GOOD, OFFERING THE US AN OPPORTUNITY TO PRESENT US VIEWS ON ECONOMIC ISSUES AND, USING THE ECA AS COMMUNICATIONS MEDIUM, HOPEFULLY TO GET THOSE VIEWS ACROSS TO AFRICAN GOVERNMENTS. THIS COMMUNICATION SYSTEM COULD BECOME INCREASINGLY IMPORTANT GIVEN ECA'S ROLE IN PREPARING THE STAFF WORK FOR AFRICAN NATIONS PARTICIPATION IN MANY INTERNATIONAL ECONOMIC CONFERENCES. IN HIS WRITINGS AND SPEECHES, ADEDEJI HAS GENERALLY BEEN CONSTRUCTIVE, MODERATE AND REALISTIC IN HIS POSITIONS ON INTERNATIONAL ECONOMIC ISSUES. IN ADDITION TO THESE GENERAL CONSIDERATIONS, THE SPECIFIC PROJECTS WHICH AID IS SUPPORTING

STAND ON THEIR OWN MERIT. THE WOMEN'S PROGRAM, STAFF TRAINING LEADING TO AFRICANIZATION OF THE ECA SECRETARIAT AND PROMOTING REGIONAL AND SUB-REGIONAL COOPERATION, NON-CONVENTIONAL ENERGY ADVISOR, REMOTE SENSING AND OTHER PROJECTS REPRESENT EFFECTIVE USE OF AID FUNDS. IN SUMMARY, THE EMBASSY BELIEVES THAT US ASSISTANCE TO ECA SHOULD BE CONTINUED AND, PENDING THE RESOLUTION OF ECA'S MANAGEMENT PROBLEMS AS WELL AS THE DEVELOPMENT OF PROJECTS CONSONANT WITH AID'S CONGRESSIONAL MANDATE, PERHAPS BE MODERATELY INCREASED.

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## Message Attributes

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**Decaption Note:**  
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**Disposition Approved on Date:**  
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**Disposition Event:**  
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**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** N/A  
**Expiration:**  
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**Original Handling Restrictions:** n/a  
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**Previous Channel Indicators:** n/a  
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**Reference:** 76 ADDIS ABABA 6152, 76 ADDIS ABABA A-130, 75 ADDIS ABABA 14948, 76 ADDIS ABABA 1046  
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**Review Media Identifier:**  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
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**vdkgvwkey:** odbc://SAS/SAS.dbo.SAS\_Docs/2fddf2d8-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
22 May 2009  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009